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ABSTRACT

Citizens are encouraged to learn about and become involved in land use and growth issues in their communities. Intended as a follow-up of an earlier report by the Committee's Task Force on Land Use and Urban Growth which outlined philosophical, legal, and policy aspects of land-use planning, the document suggests planning guidelines for citizen action groups and decision makers at all levels of government. The document is presented in five chapters. Chapter I suggests that only major citizen efforts can channel growth in a positive way and counteract the outmoded American ideal of growth for growth's sake. Chapter II introduces key factors in land use planning. These include comprehensive land-use master plans, cost/benefit analyses, environmental impact statements, zoning, subdivision regulations, planned unit development, preemptive purchasing, and land banking. Chapter III explains how to make a land use inventory of a community's assets and liabilities. Chapter IV outlines major issues to consider when deciding how to use a parcel of land. These include agriculture, economic development, energy requirements, flood plain use, housing, open space, and transportation. The final chapter provides information for use by community associations as they organize for action, draw up land-use planning agendas, interact with decision makers, and implement land use goals. (Author/DB)

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HOW WILL AMERICA GROW?

A Citizen Guide to Land-Use Planning

Citizens' Advisory Committee on Environmental Quality
1700 Pennsylvania Avenue, N.W.
Washington, D.C. 20006

April 1976

SO 010 931

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FOREWORD

Of all the factors that determine the quality of our environment, the most fundamental is the use we make of our land. The Citizens' Advisory Committee on Environmental Quality has maintained a continuing effort to promote public awareness and stimulate citizen action in support of sound land-use planning.

In 1972 the Committee established a 12-member Task Force on Land Use and Urban Growth. Three members of the Committee served on the Task Force: Laurance S. Rockefeller as Chairman, Henry L. Diamond, and Mayor Pete Wilson of San Diego. The others were experts on various aspects of land use from the academic, legal, banking, land development, and conservation communities. (A list of the Task Force members appears in Appendix B.) A nine-month study was funded by a special grant from the Rockefeller Brothers Fund.

In May, 1973, the Task Force presented its initial findings and recommendations during a day-long conference at the Smithsonian Institution. This was attended by nearly 300 representatives of local, State, and Federal government; environmental organizations, universities and research organizations; the business community; labor; agriculture; and the press. Their response was strongly affirmative.

The final report of the Task Force, entitled THE USE OF LAND: A CITIZENS' POLICY GUIDE TO URBAN GROWTH, was published in August, 1973.

The Committee is publishing this booklet, HOW WILL AMERICA GROW?—A CITIZENS' GUIDE TO LAND-USE PLANNING, as a followup to the report of its Task Force. Whereas the Task Force Report was a detailed exposition of numerous philosophical, legal, and policy issues, this new guide is a brief handbook relating more to the nuts and bolts of land-use planning.

This guide is directed primarily to citizens in the hope that it will encourage them to learn about and become involved in land use and growth issues in their local communities. It attempts to identify and explain the wide variety of subjects, settings, and techniques encompassed by the term "land use." It is hoped that it will dispell the negative implications that some people have come to associate with this subject and replace them with the positive feeling that individual citizens do have the right, the responsibility, and the capability to make some choices about the future of their communities.

Effective land-use and growth policies require the combined action of citizens and decision-makers at all levels of government. Citizens must be involved with what is happening at the neighborhood, local, State, and national level. Land-use decisions should not be made in a vacuum; they must be influenced by citizen involvement. Experience gained by

citizens at the local level is a valuable asset which helps them make useful contributions to regional, State, and national decisions. Activities at different levels of government are part of the same process. Action at one level feeds into and influences all others.

Since THE USE OF LAND was published in 1973, land-use legislation has continued to be the subject of extensive debate in legislatures, in the courts, and in other public forums. Although State-wide land-use programs have been enacted by only nine States, most of the others have programs that deal with certain specific land-use issues such as surface mining, flood plain regulations, power plant siting, or other areas of critical concern. States have enacted land-use legislation of various kinds. The United States Senate has twice passed legislation to provide Federal support for State land-use planning, but the House of Representatives has failed to do so. While the Citizens' Advisory Committee on Environmental Quality has consistently urged the enactment by the Congress of sound land-use legislation in its annual reports to the President and the Council on Environmental Quality, it does not attempt to make the case for legislation in this guide. The purpose of this guide is to stimulate citizen interest in land-use issues and decisions which will affect the daily lives of all Americans, regardless of whether legislation is passed by the Congress or by additional States.

The title of this booklet, HOW WILL AMERICA GROW?, was carefully chosen. The booklet is based on the premise that as this country continues to grow, it can do so in a positive way to make accommodation for additional people who will be living here in the year 2000 more palatable. This is not a primer for stopping growth but suggests how that growth can be wisely directed. The key to those new directions is in the hands of the citizen, who has both the right and the ability to find the necessary answers.

Henry L. Diamond
Chairman

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PLANNING FOR THE FUTURE

CHAPTER 1

There is no question that America will continue to grow. Even if the birth rate remains at or near the stabilization level, there will be about 50 million more Americans in the year 2000 than there were in 1970.

The pertinent question is *"How* will America grow?" Until recently the answer might have been: "The way it always has." We assumed "business as usual" was O.K. and that growth and development of the land were good things. We gave little thought to the process—or the effects. We saw no need for a policy about how our land was used and its relationship to the quality of our lives.

But attitudes have begun to change. Words such as "sprawl", "ribbon development", "sewer moratoria", "no growth", and "planned growth" have recently entered our everyday vocabulary; many now question our non-policy and its unanticipated, costly results. Must growth mean ugly ribbon development along our highways? Unsightly suburban and exurban sprawl? Deteriorating central cities? Polluted air and unsafe drinking water? The answer to these questions *can* be a resounding "no". But such an answer will not just happen. It will require careful consideration of causes, effects, and alternatives. It will require action and reaction. It will require decisions. But these things *can* happen. Citizens can help make them happen by participating more actively in the process of guiding growth and development, not only in the communities where they dwell but in the Nation where we all live. Under our basic democratic concept, all persons affected by a governmental decision have a voice in making that decision.

The central issue of "How will America grow?" is how to accommodate the anticipated growth that this development means—houses, schools, fire stations, factories, shopping centers, transportation facilities, and recreation areas—into a viable habitat. Regardless of residence, occupation, or lifestyle, each American has a stake in the quality of the growth and in where it should take place.

The logical, democratic format for protecting this stake is in the context of land-use planning. Since land is the basic resource on which human activity ultimately depends, planning its wise use is considered by this Committee to be the best tool to aid citizens to guide growth toward achieving economic benefits and protecting environmental quality.

There are many competing and contradictory interests in land use. People tend to focus on specific controversial local issues—such as the location of a highway or power plant—with the result that the broad concept of comprehensive planning is overlooked. A carefully planned program of preventive medicine will serve communities and States far better than the "band-aid" approach of the past.

Unfortunately, the term "land use" has become a bright red flag, a sign of battle that has caused many political leaders and others to shy away from the issue. Land-use planning is a sensitive issue because of conflicting demands for a finite amount of land. Since it involves concepts that are often not fully understood by the average citizen, it frequently arouses emotional reactions that obscure the facts and issues at hand. But it need not remain so. Greater public education may help people to analyze these issues in a cooler perspective.

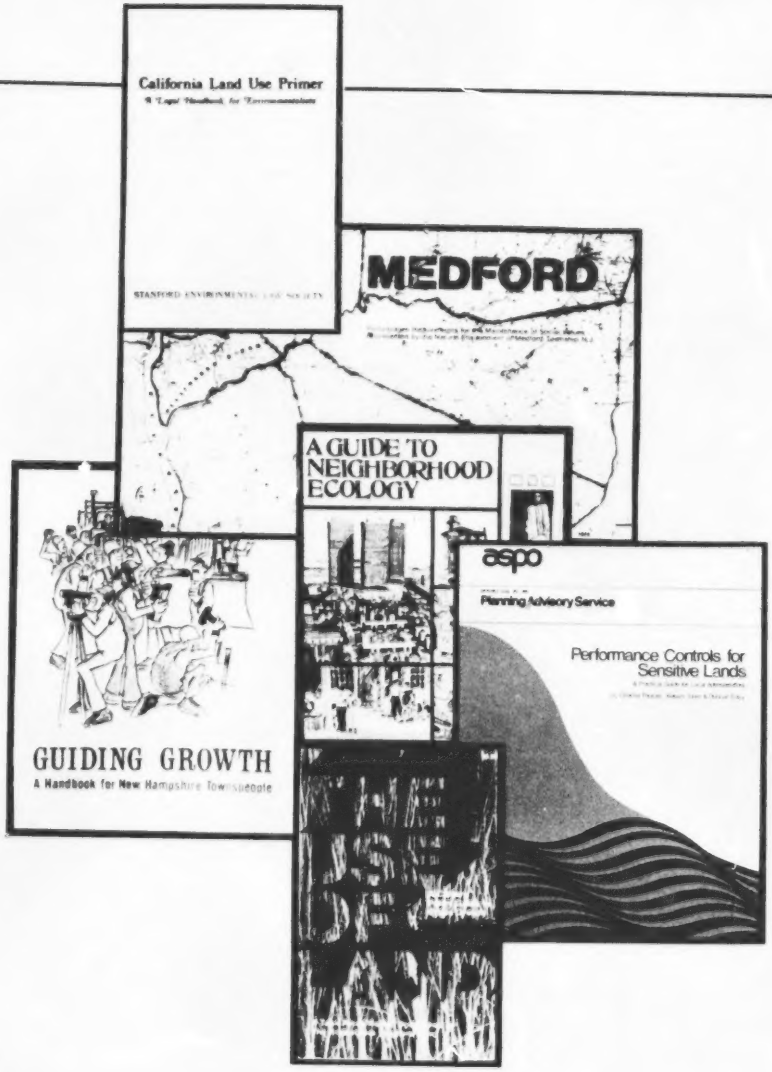
The inevitability of additional growth in this country warrants some more explanation. Even if the fertility rate in the United States stays below the 2.1 level (the number of births per mother needed to reproduce ourselves), the total population will continue to grow for at least 70 years—primarily because of the present high proportion of young people in our society. This extrapolates to at least 250 million Americans by the year 2000 and about twice our present number by 2070.

Since no more land is being made to accommodate this growth, the way each acre is used becomes more critical as time passes—to each community and ultimately to the Nation and the world.

Planning for the better use of our land is not revolutionary. Since the birth of our Nation, cities have been planned and laid out in a logical manner; the purpose of discipline was protection of property rights, not diminution. Because of a territorial feeling about land, we have been slow as a society in recognizing the benefit to the public interest in sound land use. This differs from our view about water and air. For more than half a century, we have made attempts to prevent fouling of our waters; in the Water Pollution Control Amendments of 1972, the American people, through their elected representatives, made a national commitment to eliminate over a period of years the pollution of our rivers, lakes, and coastal waters. Our concern over air pollution culminated in the Clean Air Act of 1970, which mandates the reduction of air pollution from both stationary and mobile sources. In short, the public decided that the public interest in clean air and water may not be damaged by private action.

The same principle must be applied to land. When we recognize that our land is a finite resource and not a mere commodity, we then realize that there is as strong a public interest in fostering proper land use as there is in maintaining clean air and water.

To put the issue in perspective is to face facts squarely and openly. Land-use planning for better growth *does* require more public intervention in the way we use our land. It *does* require us to plan ahead on a community-wide basis—and on regional or State levels. It *does* require changing the traditional "commodity" attitude toward the land itself. None of these changes are so drastic as to warrant the totally negative attitude to land use adopted by many of its opponents. If each individual is concerned solely about his own property, rational solutions become virtually impossible.


California Land Use Primer
MEDFORD
A GUIDE TO NEIGHBORHOOD ECOLOGY
aspo
Planning Advisory Service
Performance Controls for Sensitive Lands
GUIDING GROWTH
A Handbook for New Hampshire Townspeople

EFFECTIVE CITIZEN ACTION

The concept of land-use planning did not spring miraculously from the planner's drawing board. In many places citizen action has been a driving force behind land-use reforms. Major citizen efforts in Vermont and California helped to develop and pass significant land-use legislation; through citizen participation in Oregon and Washington, plans for those States' future activities were developed.

The Citizens' Advisory Committee would like to see it this way throughout the country. "In few others fields," the Task Force on Land Use and Urban Growth stated, "can citizens, adequately informed about problems and alternative solutions, be so helpful to public decision-makers as in the field of urban growth. . . . Citizens, individually and in organized groups have a special role to play in achieving quality development."

Momentum for this participation abounds. In its studies across the country, the Task Force found a "new mood" among citizens—one that questions the old ideal of growth for growth's sake. This new mood can be a force for channeling growth in a positive way, fostering change in development practices that can significantly improve the quality of life.

Land-use planning is complicated. Technology, sociology, law, and politics meld together in concepts and institutions that often seem forbidding.

The following chapters are designed to offer a basic familiarity with the terminology and techniques of land use. With these tools, interested citizens can play their proper role in the selection and implementation of policy options. The prime mover in your community's land-use process can be you. If you do not plan what happens to your community, someone else will.

CHAPTER 2

No matter how much enthusiasm citizens generate, results will follow only when that enthusiasm is accurately informed and carefully applied. It is important to be knowledgeable about key terms and techniques and thus be able to discuss them effectively with friends, adversaries, neighbors, and government representatives. This chapter will explain terminology that is important to an understanding of how to guide land use. Although some basic concepts are already familiar, their fundamental role bears repetition. The following terms and descriptions were selected from THE LANGUAGE OF CITIES: A GLOSSARY OF TERMS by Charles Abrams, GUIDING GROWTH: A HANDBOOK FOR NEW HAMPSHIRE TOWNSPEOPLE, and other sources. Additional terms and techniques can be found in the "Selected Readings About Land Use" at the end of this booklet.

PLANNING—A FIRST STEP

Planning is the conscious selection of policy choices in land use. Only after planning is done can growth guidance tools be effectively used. Planning is typically conducted by a planning commission or similar appointive body which draws on the expertise of a planning staff or hired consultants. These professionals are trained in the technology of development and can propose which objectives are feasible and which are not. It should be pointed out, however, that in the United States 75 percent of cities under 30,000 population have no trained planning staffs and must rely on hired consultants or community participation where the existence of professional planning expertise is only coincidental. But ultimately the planning process is a political one and must draw on and be consistent with the desires of the community.

Comprehensive Land-Use Master Plan

Many communities begin the planning process with a comprehensive study of their locality and its future. In this context "comprehensive" means consideration of the interaction between all potential man-made efforts to provide transportation, housing, commercial, industrial, energy, agricultural, and recreation facilities and the various natural characteristics of the community (scenic, biologic, geologic, and hydrologic). Comprehensive means also that the study should consider the relationship and interplay of all levels of government and the private sector.

The resulting document is called a master or comprehensive plan and provides essential guidance for zoning and other future actions.

Historically, the "master plan" had no legal status; only the zoning ordinance had that. Now, since an Oregon Supreme Court decision in April 1975, we are seeing change. In such places as Oregon, Florida, and California, regulations and plans must be consistent, thus making comprehensive master plans much more important. Finding out whether the community has a master plan and evaluating it is a wise first step. The following are some things to look for:

Critical Areas

More correctly labeled "areas of critical concern", they represent a modern concept that is achieving growing recognition. The need to deal with these areas on a priority basis is the explanation for most States' land-use law reforms. Designation of such areas becomes quite subjective. To some, "critical" refers to scenic, scientific, or historic sites that are threatened with destruction or alteration by man-made features. Usually included in this category are forests, marshes and other wetlands valuable as wildlife habitat, waterfront lands valuable for public access and scenic enjoyment, agricultural lands needed for food production, and irreplaceable historic and archeologic sites. In another context, "critical" refers to flood plains and steep hilsides on which it is unsafe to build. In still another sense, critical areas can refer to those sites urgently needed to provide public services, such as sewage disposal and water treatment plants, power plants, schools, and public recreation areas. Good comprehensive plans will consider all of these critical aspects and how to accommodate them. However, in the absence of a fully comprehensive plan or where such a plan is still pending, some provisions for areas of critical concern may suffice—at least as interim measures.

Several good discussions of critical area designation and administration are included in READINGS ON LAND USE POLICY, prepared by the Environmental Policy Division of the Congressional Research Service, Library of Congress, and published in June 1975 as a Committee Print by the U.S. Senate Committee on Interior and Insular Affairs. A particularly good application at the local level is presented in the Medford, New Jersey, land-use inventory.

Cost/Benefit Analysis

This is another aspect of planning—an analytical process designed to evaluate alternative proposals in terms of their potential benefits and likely costs as an aid to decision-makers. Ideally, it weighs social, ecological, and aesthetic as well as energy and economic factors and takes account of both the direct and the indirect consequences of different courses of action—of who benefits and who pays. Often, however, the cost/benefit analysis looks only at a specific development

project's impact on public costs (schools necessary to serve project's children, sewers, police, fire protection, etc.) and sets off against these costs the tax revenues that the project will bring to the community treasury (property taxes, sales taxes, sewer and water charges, etc.).

Environmental Impact Statement

Environmental impact analysis is another relatively new process that can be a very useful component of any comprehensive land-use planning operation. Originally required by the National Environmental Policy Act of 1969 for all significant Federal projects, environmental impact analysis also can take place at all levels of government—for significant private as well as public projects. So far, however, the application to private projects has been mandated only in California and New York. Where used, the primary purpose is to identify the environmental consequences of a proposed land-use change and to help bring out information needed to make a well-considered decision regarding such a change. It may result in modification of a proposal, or if the environmental consequences are too adverse, development might be prohibited.

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EXISTING TOOLS FOR ACTION

Planning, of course, is only a basis for action. Even the best planning amounts to little more than map-making unless it is accompanied by careful and consistent implementation measures. Many tools already exist which can be used.

Zoning

This is the process by which a city or county legally controls the use which may be made of a particular tract of land. Its name derives from the division of all land in the jurisdiction into zones, each of which imposes certain restrictions on the landowner. Generally, zones fall into four groups: residential, commercial, industrial, and agricultural, within each of which there are subgroups. A tract of land zoned for single-family, detached residences would be the "highest" or most restrictive, disallowing any commercial or industrial use. A heavy industrial zone would be least restrictive, allowing industries as well as any of the "higher" residential or commercial uses. In addition to use limitation, each zone may restrict building heights, the amount of useable space, set-backs, and other aspects of construction. Often zoning has been activated capriciously and may not be guided by a comprehensive plan.

Try to obtain a copy of your city's or county's zoning ordinance and the map which charts the various zones.

Zoning typically is proposed by a planning commission and enacted by the local legislative body, usually the city council or county board of commissioners. The essential requirement for its legal validity is some rational basis for the distinctions made between different tracts of land. Proper use of the power avoids "spot zoning", the arbitrary imposition of restrictions on a particular lot.

Once enacted, a zoning law or ordinance is not static. Changes can be obtained by several methods. An amendment to the ordinance can be adopted by the enacting body. This involves political action, as the decision is made by elected officials. But changes in land use can also be obtained by "variances" or "special exceptions" which are typically provided for in zoning ordinances. These are often decided by an appointed administrative body called a Planning Commission or a Board of Zoning Appeals.

Zoning is not a policy in itself but is simply the legal tool by which overall land-use policy choices are enforced. Properly used, it can guide development in desirable directions. But if amendments, variances, and special exceptions are granted too liberally, it will fail in its job. Even worse, certain kinds of zoning can do substantial harm to the community.

One of the most controversial issues in current land-use court cases is "exclusionary zoning", the effort to inhibit the influx of new residents of lesser social or economic status by zoning all available land for single-family homes on large, expensive lots. In March 1975 the New Jersey Supreme Court, in its consideration of a contested Mount Laurel Township zoning ordinance, ruled unanimously that localities may not adopt zoning ordinances that exclude low-income persons or families, asserting that each community in the State must share the housing needs of the surrounding region.

Under certain circumstances, however, "no" or "slow" growth plans and zoning may be legitimate for environmental reasons. Concerning a five-year housing and zoning plan adopted by the City of Petaluma, California, a Federal appeals court ruled in August 1975 that "the concept of the public welfare is sufficiently broad to uphold Petaluma's desire to preserve its small town character, its open space and low density of population, and to grow at an orderly pace." Commenting further, the court asserted that the Petaluma plan would not freeze population levels and "does not have the undesirable effect of walling out any particular income class or any racial minority group." In 1972, New York State's highest court upheld a similar plan and zoning amendments adopted by the Town of Ramapo, New York.

Easements

This growth management tool is an acquired right of use, interest, or privilege (short of ownership) in lands owned by another. An easement may be permanent or limited in time. It can be used to protect the natural, scenic, or historical value of an area. It may convey the right of public access to the land—but it need not. It grants only the rights transferred by the owner of the property and is therefore as flexible as the landowner desires. Open space can be preserved and historic buildings protected by the use of easements. An easement may be donated or sold, and tax advantages may accrue to the property owner who donates an easement for public purposes.

Subdivision Regulations

These are additional planning tools used to govern the development of raw land for residential or other purposes. Usually implemented by local government, they prescribe standards for street improvements, lot sizes and layouts, procedures for dedicating private land for public purposes, and other requirements. These regulations and the way they are implemented will condition a community's future environment.

Moratoriums

In the planning for future growth, this term applies to a temporary freeze placed on all development or alteration in an area pending completion of an over-all plan or construction of sewage transportation and treatment facilities. Technically, moratoriums may represent an impairment of rights and should be declared only in an emergency period and continue only as long as the emergency lasts. For this reason, development moratoriums cannot be applied capriciously or for an indefinite period.

EVOLVING GROWTH MANAGEMENT CONCEPTS

Planned Unit Development (PUD)

This is a residential development in which prevailing density regulations apply to the project as a whole rather than to its individual lots. Densities are calculated on a project-wide basis, permitting, among other things, the clustering of houses and provision of common open space. Potential advantages include: an improved site design free of standard lot pattern limitations, lower street and utility costs made possible by reduced frontages, more useful open space due to reduction or elimination of the unuseable side and front yards required by traditional zoning, greater flexibility in the mixing of residential building types, and the possiblity of increasing overall densities without loss of essential amenities.

Phased Development Ordinance

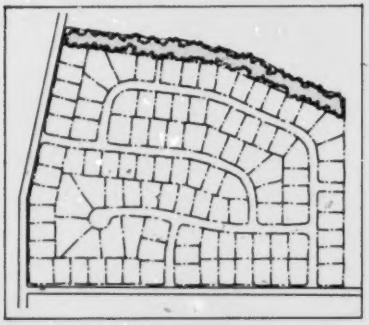
This tool is coupled with planning provisions that establish the nature, location, and timing of future growth. Under this type of ordinance, land development can take place only in those areas of the community which, according to the plan, will be served by adequate community facilities (sewerage, drainage, parks, roads, water, etc.). Such facilities are constructed on a time schedule over a period of years, and permits for housing are geared to that schedule. This technique was part of the Ramapo, New York, program supported by court decision cited earlier.

Capital Budgeting

This combination planning/budget tool involves the control of growth through careful location of public services, especially water and sewer lines. When coupled with a phased development ordinance, a great deal of leverage over growth can be achieved.

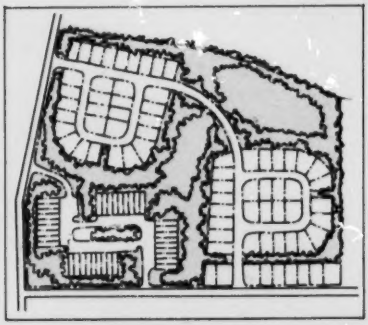
CLUSTER DEVELOPMENT: NOT ONLY BETTER, BUT CHEAPER

CONVENTIONAL SUBDIVISION



Number of lots: 108
Open space: 10%
Linear feet of streets 5,400
Linear feet of sewer lines 5,400

OPENSPACE SUBDIVISION



Number of lots: 108
Open space: 50%
Linear feet of streets 4,900
Linear feet of sewer lines 3,900

Preferential Tax Assessment

This is a tool for retaining open-space and agricultural lands. It permits assessment of land on the basis of its actual use rather than its development potential. Under this procedure, farm land located on the urban fringe and therefore subject to imminent development will, if retained in agricultural use, be taxed at the lower rate applicable to farm land rather than the higher rate applicable to developable land. More than 30 States have adopted this method in various forms and with varying degrees of success. The more successful measures include a "roll-back" provision requiring that a seller of such "tax-reduced" lands pay the tax differential plus interest for previous years if the land is sold for subdivision and/or other development purposes.

Purchase of Development Rights

Another tool for preserving open space, agricultural land, or other areas of critical environmental concern is public purchase of the partial or less-than-fee interest in private land that represents developmental potential. The strongest protection is provided when, once purchased by a government body, the rights become public capital assets and cannot be sold or transferred without voter approval in a referendum. The private

owner retains title to the land and can use it for any purpose except development.

Pre-emptive Purchase

This is a technique whereby a government body can buy a few strategically located parcels instead of the whole area to be preserved. Wetlands are particularly suited to this type of action because by owning a few pieces, the public body can prevent the filling of whole marshes.

Purchase and Leaseback/Sellback

Although initially expensive, this is an effective tool for guiding growth. Under the leaseback arrangement, strategic acquisitions by a public agency are leased back to their present owners or others, subject to appropriate restrictions on land use. Such arrangements do not put the lands back on the tax rolls. Under the sellback process, parcels are resold for private use, but with conditions written into the deed to achieve legitimate public ends and to preserve resource qualities. These lands are returned to the tax rolls. Saskatchewan, Canada's biggest grain-producing province, has used both methods extensively in a program to maintain agricultural use on more than a half-million acres which otherwise would have gone out of production.

Land Banking

This is a variation of the purchase and leaseback/sellback method. Under this method, land is purchased at the prevailing market price and put into a public or private nonprofit "land bank" or "space bank". Thus, the future use of these lands can be controlled in accordance with a comprehensive plan. Though the funds required for the initial purchase can be substantial, they would be recovered, in whole or in part, through leases or sales to private developers of those spaces allocated to homes, industries, or commercial establishments. Of critical importance is the fact that land banking provides a handle for guiding the future growth of the region.

* * * * *

The foregoing items are the most common land-use planning options. Other terms and techniques are discussed in the "Selected References" at the end of this booklet.

The ultimate test of any land-use planning method is citizen satisfaction. If no plan for your area has yet been formulated or if an existing plan is out of date and/or inadequate to deal with current community concerns, a new study is warranted. If an existing plan does not reflect your desires, it is time to make your views known. To become involved, you might join citizen action groups already organized—or do some basic planning on your own or in concert with friends and neighbors who share your concerns.

The following chapters are designed to guide these efforts.

"Which would you rather see built on this site?
(A) An intercontinental jetport; (B) an atomic
powerplant; (C) a mall-type shopping center; or
(D) a 3,000-unit middle-income housing development."

CHARTING THE COURSE—THE LAND USE INVENTORY

CHAPTER 3

Any effort to guide the development of a community must begin with a thorough understanding of the land's extent, condition, and potential. A land inventory/analysis is a useful data collection device with which to obtain a fresh view of an area's relevant features. It is a device which will focus attention on the important problems and proposals that are evolving around us—often gradually, without shock to our daily lives—but with a tremendous long-range impact on our future. Looking at an area as though it is being seen for the first time—perhaps from the perspective of a newcomer thinking of settling in the area—can reveal important characteristics which may be overlooked in the daily routine.

From a practical standpoint, few individual citizens have sufficient time or technical background to conduct a comprehensive inventory of a community's natural and cultural resources and to portray these accurately on suitable maps. This fact-finding phase can best be done by professionals—either staff personnel or trained consultants hired by the community planning commission on a contract basis. In the latter regard, economical arrangements often can be made for technical assistance from a nearby college or university. For instance, an outstanding job for Medford Township, New Jersey, was done by the University of Pennsylvania's Department of Landscape Architecture and Regional Planning (see Selected Readings About Land Use, page 34).

This professional approach to land-use planning, though, should not eliminate citizen involvement from the process. Those who *care* about the future of their community *must* become knowledgeable about the process in order to effectively review and comment on the results. In this regard, there is no adequate substitute for personal knowledge of the natural and cultural values that exist and the forces at work to alter them.

One way to gain this knowledge is to take some time—on weekends or during long summer evenings—for a personal inventory of your community's assets and liabilities. Such an inventory can be done at the neighborhood level, or it can take in a broader expanse. It is not intended to suggest that an individual field study is necessary for all circumstances, although some may desire to do so. Others may wish to conduct some kind of inventory as a part of their local civic, church, or service club activity. Regardless of the scope or intensity, the inventory will familiarize nonprofessional planners with the process and the multiple facets involved. Further, it can be a useful catalyst to stimulate the interest and involvement of others.

Whatever the practical application, this chapter is designed to guide citizens through an examination of their locality. It is divided into two parts: (1) a natural systems analysis and (2) a look at the uses people have placed on these systems.

A TRIP BACK TO THE LAND:
IDENTIFICATION OF NATURAL RESOURCES

The following items, derived from a useful handbook for New Hampshire townspeople, can be used as a check list of what to look for.*

Assistance may be required in locating some resources. Local conservation commissions, State fish and game departments, local university departments of agriculture, etc., may be helpful in such cases.

Items of special concern should be located on an appropriate base map, such as a U.S. Geological Survey topographic map or soil survey maps available from the Soil Conservation Service, U.S. Department of Agriculture.

Examples of What to Look for

Biologic

Flora:
- Vegetation types unusual to the region
- Virgin stands
- Orchards
- Tree-lined roads
- Fall colors
- Habitats of important native plants
- Rare or endangered species of plants
- Forests
- Wilderness areas

Fauna: Aquatic
- Good fishing areas
- Spawning streams
- Feeding areas
- Hatcheries
- Marine, estuarine, and freshwater habitats

Fauna: Terrestrial
- Habitat of local game species
- Migratory routes
- Breeding, resting, and wintering grounds for rare, endangered, or unique species

Fauna: Birds
- Special habitat areas
- Roosting sites
- Migratory routes
- Nesting and feeding areas of rare, endangered, or unique species

Geologic

Gorges
Distinctive mountain features
Cliffs
Caves
Islands
Unusual exposed minerals
Unusual rock formations
Quarries
Glacial indicators: cirques, kettleholes, eskers
Fossil evidence

Water

Rivers/streams
Sandy beaches
White water stretches
Marshes
Floodplains
Drainageways
Aquifer recharge areas
Pools/ponds
Springs
Rates of flow of surface waters

Air Resources

Pollution evidence
Prevailing winds

*GUIDING GROWTH: A HANDBOOK FOR NEW HAMPSHIRE TOWNSPEOPLE was produced by a joint grant from the Massachusetts Audubon Society's Environmental Intern Program and the Society for the Protection of New Hampshire Forests in January 1974.

THE HAND OF MAN

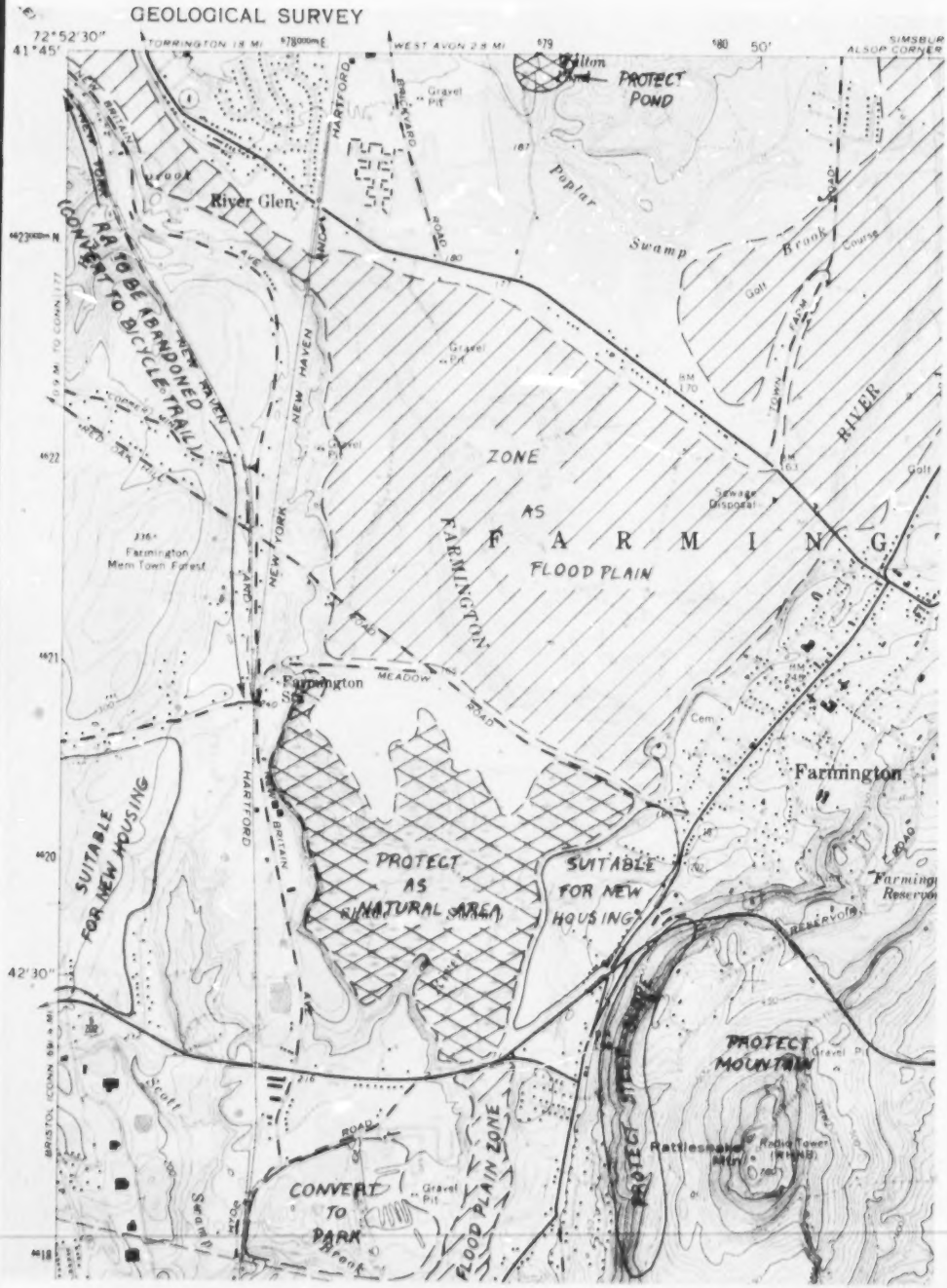
To complete the land analysis, it is necessary to survey the uses man has placed on the natural systems. What and where are the different types of existing development? Current land uses should be correlated with the natural resource systems which have already been identified. Land use is, after all, the sum of man's activities on the land. These uses generally fall into the following categories:

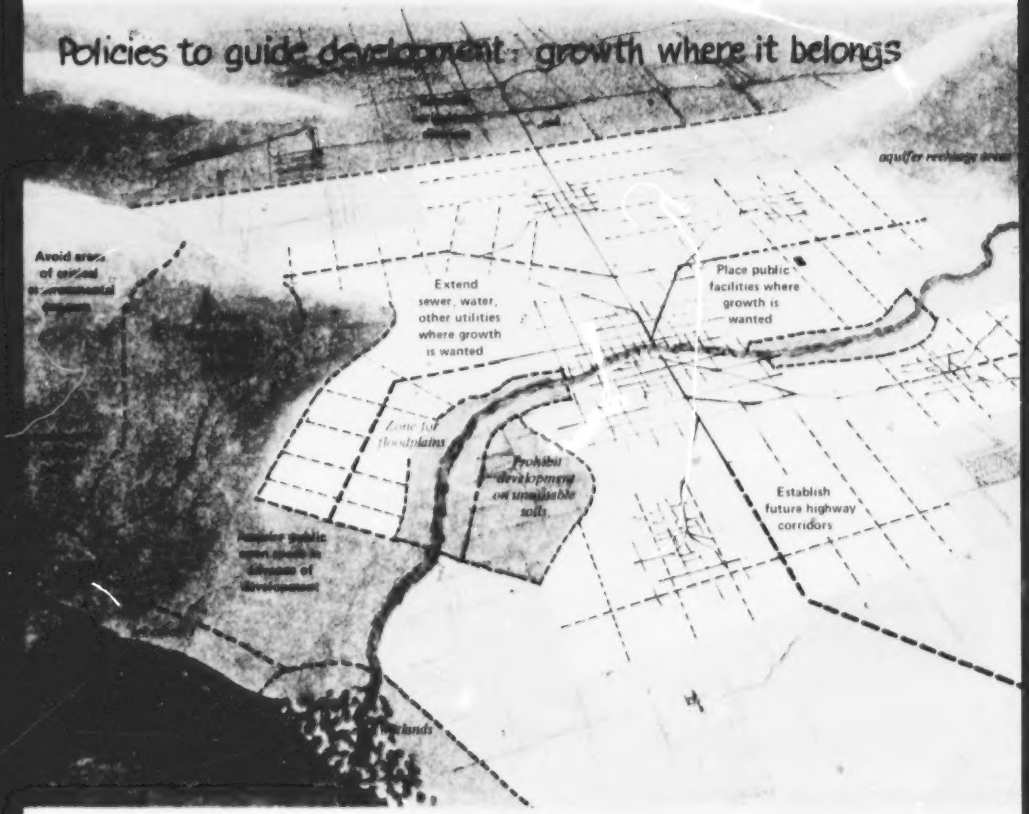
- Housing
- Industry
- Commerce
- Agriculture
- Institutions
- Transportation
- Conservation, recreation, and open space
- Cultural and historic sites
- Energy production and transmission

The pattern of how the various uses have developed in the community over the years is important to an understanding of the land use process. There are a number of ways to establish this pattern. One way is to plot the results of the natural systems analysis and present-day development on a local street map and compare the current situation with similar maps made 10 or 20 years ago.

Suitable maps for this purpose can often be obtained from local government assessment or planning offices. The topographic maps published by the U.S. Geological Survey also are suitable for this type of analysis because revised versions show new development (during the past 10 years or so) in a purple overprint. Such maps, on a scale of 1 inch equals 2,000 feet covering about 50 square miles of area, are available for 75 cents apiece by contacting the Geological Survey offices listed in Appendix C of this booklet. Another technique for discerning development trends is through comparison of aerial photographs which generally are available at approximately 10-year intervals from the Soil Conservation Service, U.S. Department of Agriculture. Information on the availability of such photographs in your area can be obtained by contacting the Agricultural Stabilization and Conservation Service which maintains an office in each county and is listed under United States Government in local telephone directories.

Whatever method is chosen to visualize the area's development patterns, it should be remembered that the purpose it to provide a quick overview of the man-made and natural environments. This important objective should not be deterred by the lack of sophisticated mapping, plotting, or recording skills. Sketches and notes, freely drawn and quickly made, are usually sufficient and often preferred for a record of personal observations and ideas. (See opposite page).


GEOLOGICAL SURVEY
72°52'30"
41°45'
TORRINGTON 18 MI
WEST AVON 2.8 MI
SIMSBURY
ALSOP CORNER
PROTECT POND
Poplar Swamp
Brook
River Glen
(CONVERT TO BICYCLE TRAIL)
RR TO BE ABANDONED
NEW HAVEN
HARTFORD
ZONE AS FARMING FLOOD PLAIN
FARMINGTON
RIVER
Farmington Meadow
Farmington
SUITABLE FOR NEW HOUSING
PROTECT AS NATURAL AREA
SUITABLE FOR NEW HOUSING
PROTECT MOUNTAIN
Rattlesnake Mtn.
CONVERT TO PARK
FLOOD PLAIN ZONE
PROTECT


Policies to guide development: growth where it belongs
Extend sewer, water, other utilities where growth is wanted
Place public facilities where growth is wanted
Establish future highway corridors

CHAPTER 4

Once an assessment of the natural and man-made environmental systems has been completed, a set of positive and negative values should begin to emerge. Some qualities in the community will appear desirable, while other characteristics will be recognized as destructive of liveability. The next step then is to organize these individual assumptions and values and see how they influence the formulation of goals and recommendations.

Based on what has been perceived about the land and its potential, it is now possible to ask some important questions. Does development threaten valuable resources? How adequate is the supply of open space? Where are the growth pressures most intense? Where can new growth be most energy-efficient? Which lands should be protected against virtually all change? Where are the areas of great potential for good future development? WHERE IS THE COMMUNITY HEADED? WHAT GOALS SHOULD THE AREA STRIVE FOR?

Through such an analysis of the community's environment and with a better understanding of some of the opportunities and constraints offered by the land, it is possible to develop personal or group land-use goals. Such goals, of course, are apt to be strongly subjective, and some compromises may have to be made later in melding these goals with those of other interests in the community. Nevertheless, for the democratic process to function effectively, it is important that citizens first formulate their own goals. If these are independently determined, they can serve as a check list for reviewing various development proposals or comprehensive plans prepared by staff or contract consultants. Having been personally involved in an inventory or goal-setting process, individual citizens will be better able to determine whether or not the proposals of others are based on the most complete information and the highest respect for environmental quality. Without such background, it will be difficult to present a strong case for personal preferences or to participate effectively in the decision-making process.

It is logical to assume that most citizen land-use goals initially will focus on neighborhood problems—new housing, streets, schools, shopping centers, industry, parks, and open space. Usually, however, such goals cannot be formulated soundly without relating these items to the broader spectrum of community, city, region, or statewide concerns.

Before entering these arenas of land-use planning—either as a do-it-yourself planner or as a participant in an organized citizen action group—an understanding of several basic land-use planning issues can be helpful. The following are some items to consider. (For ready reference, the subjects are arranged in alphabetical order with no intent of denoting priorities, which vary from one community to another.) For

additional information on these and other issues, we again recommend the "Selected References" at the end of this booklet.

AGRICULTURE

Agricultural land is being increasingly sacrificed to urban development. While contributing to ever-expanding problems of urban sprawl, this trend also raises significant questions about our country's food production and its world role as an agricultural exporter. We need greater incentives to keep farm land in agricultural use, especially that in the "prime" category. A detailed discussion of this subject appears in the Committee's 1974 REPORT TO THE PRESIDENT AND TO THE COUNCIL OF ENVIRONMENTAL QUALITY.

ECONOMIC DEVELOPMENT AND EMPLOYMENT

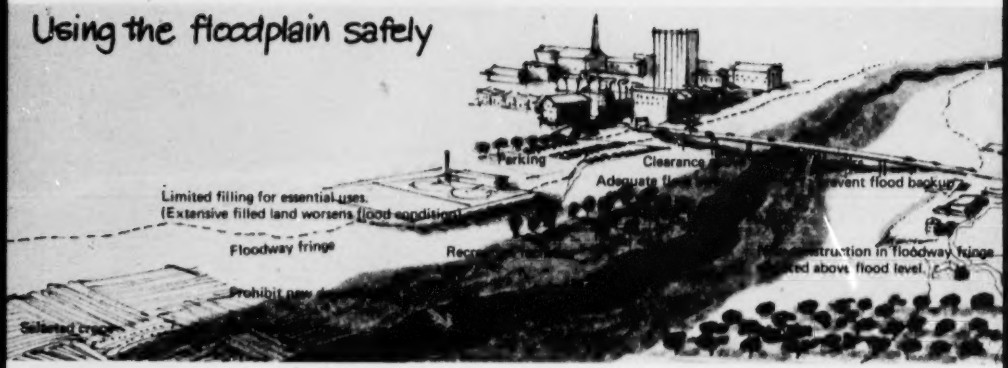
New homes, better jobs, and increased economic status are important factors in growth planning decisions.

This issue goes beyond the question of upward mobility and encompasses the need for better planning to enhance the economic viability of local communities, regional areas, and States. More attention needs to be given to economic and employment considerations in growth planning for geographic areas so that the capacities of areas to grow are well matched to both human and environmental resources. In an era of tight energy supplies, this is a vital aspect of comprehensive land-use planning.

ENERGY REQUIREMENTS

Energy is a key land-use issue. Strip mining, developing oil from shale rock, and exploring for offshore oil and gas have tremendous impacts upon the land and communities near where they occur. Transmission lines or pipe lines to carry that energy impose large requirements on our land, as does energy's demand for scarce water resources. Our choice of energy facilities—nuclear or fossil fuel power plants, for example—has an effect on the communities where they are located and the ones nearby.

Developing these sources without adequate protection of our land base and fragile environments can jeopardize precious resources unnecessarily and may make the job of repairing the damage too costly or impossible. We need sufficient land-use control mechanisms to protect energy resources and the land around them, more public knowledge about energy-related problems, and coordination between land-use planning and energy development.



FLOODPLAIN USE

The use and disuse of floodplains and measures designed to protect them rank among the most controversial facets of land-use planning. Floodplains are environmentally sensitive parts of any riverside community. Their farm lands, wildlife habitat, recreation areas, open space, and other forms of use compatible with periodic inundation are valuable community assets. But because floodplains are relatively flat, often offer charming water vistas, and are easily built upon, they attract housing, which in turn brings highways, shopping centers, and then more housing and other development. The water-related wildlife is evicted; the farms and other open spaces disappear; and one day, flooding inevitably occurs. Often the damage is so extensive that it results in costly disaster relief and rehabitation programs. In turn, this causes a clamor for "flood control" to prevent future property damage and danger to human life. Traditionally, the response has been construction of costly structures, such as dams, dikes, and levees or "improvement" of the water course by channelization built at the expense of the public-at-large for benefits reaped by the few who "developed" the floodplain. In this cyclic process,valuable farm lands, wildlife habitat, and natural waterside landscapes have disappeared without any conscious decision by the community to have this happen. Until very recently, there has been a lack of community understanding of the taxpayer expenses incurred by the "flood control" concept versus wise "floodplain management". The facts are startling. Over the past four decades, the Federal Government has spent more than $10 billion on dams, levees, and channelization of watercourses to prevent flood disasters. Yet, despite these massive structural control programs—indeed sometimes as a result of their inadequate protection—the loss of lives and property values continues to increase. The cost of Federal

disaster relief, for instance, has risen steadily from $52 million in 1953 to $2.5 billion in 1973, most of which were payments for flood losses.

The futility of this situation led first to the National Flood Insurance Act of 1968 and its later stengthened version, the Federal Disaster Act of 1973. This landmark legislation provides an alternative to costly, publicly funded flood control structures as a means of minimizing flood losses. It puts the responsibility on local government to prohibit new building in potential flood-prone areas. And by providing low-cost, subsidized insurance to be purchased for existing structures in the floodplain, the occupant, as well as the general public, pays a small portion of future flood damage.

Often hailed as the most effective land-use measure ever enacted, this legislation is under fire by those who want to weaken the sanctions imposed by the 1973 Act. Under existing provisions, Federal and federally related financial assistance for buildings within identified flood-prone areas was cut off on July 1, 1975 if the community involved had not adopted certain minimum land-use measures to avoid future flood damage. Amending legislation has been introduced in the Congress to limit the credit prohibitions to government-backed loans and to enable property owners to buy Federal flood insurance even if their communities did not meet the specified deadlines.

HOUSING

Providing and maintaining an adequate amount of housing for all, at prices which can be afforded, is an American Dream. Buyers and renters pay increased costs of finance and construction, yet are often faced with the lack of necessary services in many neighborhoods. On the other hand, developers, builders, real estate brokers, and others in the home-building and property management industry have problems of their own. Many local and State regulations do not offer adequate economic incentives to undertake innovative construction more attuned to today's need for energy-saving devices or for planning high-density communities with open space and community facilities. Comprehensive planning, however, can reduce the cost of housing to both the builder and the resident—by reducing *ad hoc* growth, intensive speculation, discontinuity of developing areas, and low-density construction. These factors waste land and drive up the price of completed new housing. Coordinating residential, commercial, and industrial developments and concentrating growth in areas that can handle it (such as abandoned center-city sections) instead of continuing to encourage urban sprawl can reduce capital and operational costs of service systems.

OPEN SPACE

We need accessible open spaces for recreation and the enjoyment of nature. Federal, State, and local laws protect some areas of forest, wilderness, and coastlines for public use, but not enough open space in the form of parks and recreation areas in or near crowded cities has been provided.

If undeveloped land—a prime target for building homes and commercial establishments—is developed without thought to its recreation potential (as has too often been the case), we lose a precious resource unnecessarily. Planning for the protection of these resources will distribute benefits to many people.

TRANSPORTATION

The way transportation systems are developed is a key factor in how communities grow. Highways and expressways fanning out from central cities encourage suburban and exurban growth, often referred to as "ribbon development" and "sprawl". This pattern requires almost complete reliance on the automobile for travel, since public transportation to far-flung areas is too expensive and difficult to build for daily commuting. Ribbon-growth places an intolerable economic burden on cities to provide "services", such as police and utility connections, far out into the countryside.

Well-designed, reliable urban mass transit systems—buses, car pools, and rail vehicles—can be a tremendous aid to central city growth, and thus reduce urban sprawl and facilitate the rational planning of commercial and residential locations. They also help conserve energy resources, because they offer alternatives to extensive use of the automobile and thus reduce gasoline consumption.

Transportation planning must be an integral part of comprehensive land-use planning, and it must also be related to local, regional, and State environmental, economic, and energy programs. This clearly is a case where the lack of any such planning has an effect on the way in which we will choose our homes and places of work.

ORGANIZING FOR ACTION

CHAPTER 5

When you have considered the complexity of the issues and gained an understanding of the concept of land-use planning based on natural resource data, you will have come a long way toward being a realistic and meaningful part of the process. As in any organizational endeavor, it is important to gather needed data to support your views, set priority areas of action, draw up a plan to carry out those priorities, and then try to get private groups and public officials responsible for action to work with you.

If you or your organization or association have conducted action programs in the past, such as supporting legislation or working to protect environmental quality, you can apply many of the same techniques to this project. However, you should know from the start that working for change in land-use patterns and practices will probably be one of the most difficult jobs to tackle; do not get discouraged if progress is slow. The following broad guidelines for action on these issues may be helpful.

KEY DECISION-MAKERS

Responsible citizen participation in local land-use and urban growth decisions should start with an assessment of current policies, laws, plans, regulations, and procedures. It is important, therefore, to talk to your community's land-use decision-makers. Among the most influential of these are planning boards, county executives or commissioners, city managers, and conservation commissions. Other major groups with an interest in planning and zoning decisions include: mortgage bankers; developers (land developers, home builders, zoning attorneys, realtors and real estate trade associations); general business groups, such as the local chamber of commerce or board of trade; environmental organizations; local government officials; and political leaders. Make a list of all relevant groups and individuals—and talk to them.

Everyone in your community is a potential land-use decision-maker. Every landowner, by applying an environmental ethic to the use of his or her land, can assert influence. Bankers, when deciding on loans for new development, should consider not only "anticipated profitability" but also the use of the land involved.

Try to get as many diversified groups and individuals as possible in your community to work with you. This will not only be helpful in collecting needed information but will form a broader basis for disseminating the facts and options.

Talk to everyone, not just those who agree with you. Remember that everyone has a legitimate concern about the community's development and some influence over its future. Some who have reservations about

land-use controls may be won over when you demonstrate the long-run benefits to the local environment and to the economic well-being of the community.

Citizen involvement should be the driving force behind a creative and continuous process of land-use planning. If your community has a citizen advisory committee, that may be a suitable channel for your efforts. If it does not, your stimulus may serve as a catalyst toward the establishment of some type of a citizen advisory mechanism.

IMPLEMENTING YOUR GOALS

In discussing your land-use goals with elected officials and in communicating your concerns to other interested citizens, you will naturally begin to analyze implementation strategies.

The listing of key concepts in Chapter II will probably seem even more significant now. It is difficult to recommend one technique above another, and, in fact, successful implementation of your goals may actually involve a combination of approaches.

Land use has no magic solution or tonic to cure an ailing community. Achieving better growth planning will not happen overnight—or easily.

A logical starting point, therefore, is to assure that the maximum use of existing planning techniques is accomplished. If master plans are given real force through citizen involvement, then their capacity to shape and direct growth also has power. In order to have real meaning, zoning, as a means of implementing plan concepts, must be based on and consistent with a sound master plan which, in turn, must be based on natural resource data. Thus, a traditional planning technique which has been at work for many years can be given new life in the proper context.

Make certain that your community's master plan and zoning map are not in conflict. If they are at variance with one another, this information should provide the basis for a planning and zoning update. If new planning is necessary, make certain that there are adequate provisions for widespread citizen participation at all levels. Public meetings should be held to assist planners in formulating responsible policy.

(drawing by Nick Thorkelson)

EPILOGUE

"At work here is the American ethic—rugged individualism, unlimited growth, every man for himself. But related to land abuse, I call it the buffalo hunter mentality—use up the resource until it's all gone, and then look elsewhere for new quarry. We can't do that with the land. It's a finite resource, and we've got to look at it in that context. All the land we're ever going to have is in front of us, and we can't accept our past use and misuse of it as a guide for the future."

Thus does former Governor Tom McCall of Oregon describe the traditional attitude toward land in this country. Land has been viewed as an infinitely available commodity to be bought, sold, and developed at will, with little thought given to the effects on the community at large. However well that attitude contributed to growth and settlement of the Nation in earlier times, it does not serve us well today. Since land is a finite resource, and since our economy and society are completely dependent upon it, we cannot afford to sacrifice long-term stability for short-term expediency. The land we have must last us for the duration.

SELECTED READINGS ABOUT LAND USE

A APPENDIX

A great number of materials have been published about land-use planning and management in the past few years. The following citations have been selected as publications which citizen groups may find helpful for an overview of the major issues and examples of State and local activities. Most of them contain bibliographies which can be used as sources of additional information.

- A GUIDE TO MEETING CITIZEN PARTICIPATION REQUIREMENTS FOR COMMUNITY DEVELOPMENT. National Model Cities Community Development Directors Association, 1620 Eye Street, N.W., Suite 503, Washington, D.C. 20006. February 1975. ($3.50).
- GUIDING GROWTH: A HANDBOOK FOR NEW HAMPSHIRE TOWNSPEOPLE. Society for the Protection of New Hampshire Forests, 5 South State Street, Concord, New Hampshire 03301. ($1.50).
- LAND USE: CAN WE KEEP PUBLIC AND PRIVATE RIGHTS IN BALANCE? League of Women Voters Education Fund, 1730 M Street, N.W., Washington, D.C. 20036. September 1974. ($0.75).
- THE LAND USE PUZZLE. The Council of State Governments, Iron Works Pike, Lexington, Kentucky 40511. May 1974. ($3.00).
- LAND USE CONTROLS IN NEW YORK STATE—A HANDBOOK ON THE LEGAL RIGHTS OF CITIZENS. Natural Resources Defence Council, Inc. Dial Press, New York, New York 10017. ($6.95).
- THE LANGUAGE OF CITIES: A GLOSSARY OF TERMS. Charles Abrams. The Viking Press, 625 Madison Avenue, New York, New York 10022. 1971 ($10.00).
- MEDFORD—PERFORMANCE REQUIREMENTS FOR THE MAINTENANCE OF SOCIAL VALUES REPRESENTED BY THE NATURAL ENVIRONMENT OF MEDFORD TOWNSHIP, NEW JERSEY. An excellent example of an inventory of key natural resources on the local level. Medford Township Office, Box 397, Medford, New Jersey 08055. 1974. ($6.00).
- THE NEW OREGON TRAIL. An account of the development, passage, and implementation of State land-use legislation in Oregon. By Charles E. Little. The Conservation Foundation, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036. February 1974. ($1.00).
- PERFORMANCE CONTROLS FOR SENSITIVE LANDS—A PRACTICAL GUIDE FOR LOCAL ADMINISTRATION. By Charles Thurow, William Toner, and Duncan Erley. American Society of Planning Officials, 1313 East 60th Street, Chicago, Illinois 60637. July 1975. ($12.00).
- THE QUIET REVOLUTION IN LAND USE CONTROL. Prepared by Fred Bosselman and David Callies for the Council on Environmental

Quality, Washington, D.C. December 1971. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Stock No. 411-0006. ($2.75).

- READINGS ON LAND USE POLICY—A SELECTION OF RECENT ARTICLES AND STUDIES ON LAND USE POLICY ISSUES AND ACTIVITIES IN THE UNITED STATES. Prepared by the Environmental Policy Division, Congressional Research Service, Library of Congress, June, 1975. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Stock No. 051-070-02983-8. ($5.30).
- SLOW START IN PARADISE. An account of the development, passage, and implementation of State land-use legislation in Florida. By Phyllis Myers. The Conservation Foundation, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036. February 1974. ($1.00).
- SO GOES VERMONT. An account of the development, passage, and implementation of State land-use legislation in Vermont. By Phyllis Myers. The Conservation Foundation, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036. February 1974. ($1.00).
- STATEWIDE PLANNING GOALS AND GUIDELINES. Oregon Land Conservation and Development Commission, 1175 Court Street, N.E., Salem, Oregon 97310.
- THE TAKING ISSUE: AN ANALYSIS OF THE CONSTITUTIONAL LIMITS OF LAND USE CONTROL. Prepared by Fred Bosselman, David Callies, and John Banta for the Council on Environmental Quality, Washington, D.C. 1973. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. No. 4111-00017. ($2.35).
- THE USE OF LAND: A CITIZENS' POLICY GUIDE TO URBAN GROWTH. Task Force on Land Use and Urban Growth. Edited by William K. Reilly. New York: Thomas Y. Crowell Company, 666 Fifth Avenue, New York, New York 10019. 1973. ($3.95).
- WHERE DO WE GO FROM HERE. By Robert Cahn, series reprinted from the CHRISTIAN SCIENCE MONITOR. Christian Science Publishing Society, One Norway Street, Boston, Massachusetts. 1973. (out-of-print).

MEMBERS AND STAFF OF THE TASK FORCE ON LAND USE AND URBAN GROWTH

B APPENDIX

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Elizabeth Arensberg

SUPPORT STAFF
Barbara N. Gray
Josephine Haley

MAPS AND OTHER PUBLICATIONS OF THE U.S. GEOLOGICAL SURVEY

APPENDIX C

The U.S. Geological Survey has produced a series of "popular" publications to inform the general public and to answer inquiries about geology, hydrology, topographic mapping and related earth sciences. Of particular interest to the citizen planner are the following:

Types of Maps Published by Government Agencies (20p.). 25¢. Lists maps available from various Government agencies by type and publishing agency and gives addresses of organizations distributing such maps.

Topographic Maps: Tools for Planning (16pp.). 25¢. Describes topographic maps as inventories of the physical features of the Earth's surface. Discusses the use of such maps in a variety of planning applications.

Aerial Photographic Reproductions (10pp.). 25¢. Provides a list of available vertical and low-oblique aerial photographs that are used in topographic and geologic mapping. Contains instructions for the purchase of these photographs.

These and other publications are available at the locations listed below. Topographic maps for areas east of the Mississippi can be ordered from the Arlington, Virginia Branch of Distribution; west of the Mississippi from the Denver, Colorado Branch of Distribution. Each Public Inquiries Office maintains a stock of Survey-prepared maps of neighboring areas that are available for over-the-counter purchase.

PUBLIC INQUIRIES OFFICES

Anchorage, Alaska
U.S. Geological Survey
108 Skyline Building
508 Second Avenue
Anchorage, Alaska 99501
Telephone: (907) 277-0577

Los Angeles, California
U.S. Geological Survey
7638 Federal Building
300 North Los Angeles Street
Los Angeles, California 90012
Telephone: (213) 688-2850

San Francisco, California
U.S. Geological Survey
504 Custom House
555 Battery Street
San Francisco, California 94111
Telephone: (415) 556-5627

Denver, Colorado
U.S. Geological Survey
1012 Federal Building
1961 Stout Street
Denver, Colorado 80202
Telephone: (303) 837-4169

Washington, District of Columbia
U.S. Geological Survey
1028 General Services Building
19th and F Streets, N.W.
Washington, D.C. 20244
Telephone: (202) 343-8073

Dallas, Texas
U.S. Geological Survey
1C45 Federal Building
1100 Commerce Street
Dallas, Texas 75202
Telephone: (214) 749-3230

Salt Lake City, Utah
U.S. Geological Survey
8102 Federal Building
125 South State Street
Salt Lake City, Utah 84138
Telephone: (801) 524-5652

Reston, Virginia
U.S. Geological Survey
302 National Center, Room 1C402
Reston, Virginia 22092
Telephone: (703) 860-6167

Spokane, Washington
U.S. Geological Survey
678 U.S. Court House
West 920 Riverside Avenue
Spokane, Washington 99201
Telephone: (509) 456-2524

DISTRIBUTION CENTERS

Arlington, Virginia
Branch of Distribution
U.S. Geological Survey
1200 South Eads Street
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Community Action for Natural Beauty. 1969. 42 pp. (out-of-print)

Citizens' Advisory Committee on Environmental Quality

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